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FOCUS ON PEOPLE. A GLIMPSE AT KEY ANTI-POVERTY PROGRAMS.

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Described briefly are the various antipoverty programs of New York City's Human Resources Administration. This new city agency coordinates programs in manpower and career development, community development, social services, youth services, addiction services, and the Office of Education Liaison. (NH)

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# FOCUS ON PEOPLE

## A GLIMPSE AT KEY ANTI-POVERTY PROGRAMS

### NEW YORK CITY HUMAN RESOURCES ADMINISTRATION

#### U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE OFFICE OF EDUCATION

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# AN INTRODUCTION TO HRA

This is the story of what's happening in New York City's fight against poverty — an effort to focus the resources of government on developing the resources of people.

After a century of urban neglect, of open and hidden discrimination against the Negro and Puerto Rican, of a scarcity of funds to expand economic and social opportunities, and of a scattershot approach to the problems of people, Mayor John V. Lindsay established the Human Resources Administration in August, 1966.

It is a new kind of City agency, designed to pull together previously disconnected projects, to cut out duplication and to concentrate action where it is needed most — on jobs, on community development, on more dignified ways of giving financial aid, on better education and health, and on services for children, youth, the disabled, the aged and broken families.

The programs outlined here are only a beginning, so there is no triumph to report. More programs — some now on the drawing board and some yet to be created — will have to be launched before substantial progress can be reported.

But there is hope, based on the foundation that was laid in HRA's first year and the new concepts that will be tested in the months ahead.

The foundation is the HRA concept itself — that no single agency, department or program holds the key to New York's human resources, that only by close coordination of programs that offer services to people can substantial results be achieved.

On this basis, the foundation has been laid. The Human Resources Administration now includes:

*The Manpower and Career Development Agency*, which pulls together various programs of job development, training and employment that had grown up independently in a variety of City agencies. Manpower programs are a key element in the fight against poverty, and MCDA concentrates on three main functions: training those without skills, developing job opportunities, and matching newly trained personnel with jobs that have futures. . . .

*The Community Development Agency*, which recognizes that the quality of the neighborhoods and the stake that residents have in their communities are crucial elements in the fight against poverty. In low-income areas the institutions that offer and develop opportunities for better housing, education, employment, health and recreation are inadequate and, in some cases, non-existent. To respond to the local communities' needs for these institutions is the goal of

CDA, working with the policy-making Council Against Poverty and with neighborhood residents who participate through locally elected Community Corporations. . . .

*The Department of Social Services*, which provides basic financial help to families without sufficient income and runs a wide range of residential, social and rehabilitation services for children, the aged, troubled families and homeless adults. The major goals of DSS, formerly called the Welfare Department, are to make public social services available to all New Yorkers whether or not they need financial aid, and to provide public assistance with more dignity and greater opportunity to move toward self support. . . .

*The Youth Service Agency*, which funds and operates programs for out-of-school youth between the ages of 16 and 21, and for younger boys and girls who seem to be heading for trouble. . . .

*The Addiction Services Agency*, which operates pioneering projects to reach and rehabilitate narcotics addicts and to prevent the spread of drug addiction. . . .

*The Office of Education Liaison*, which serves as a link between the Mayor, concerned members of the communities and the Board of Education. . . .

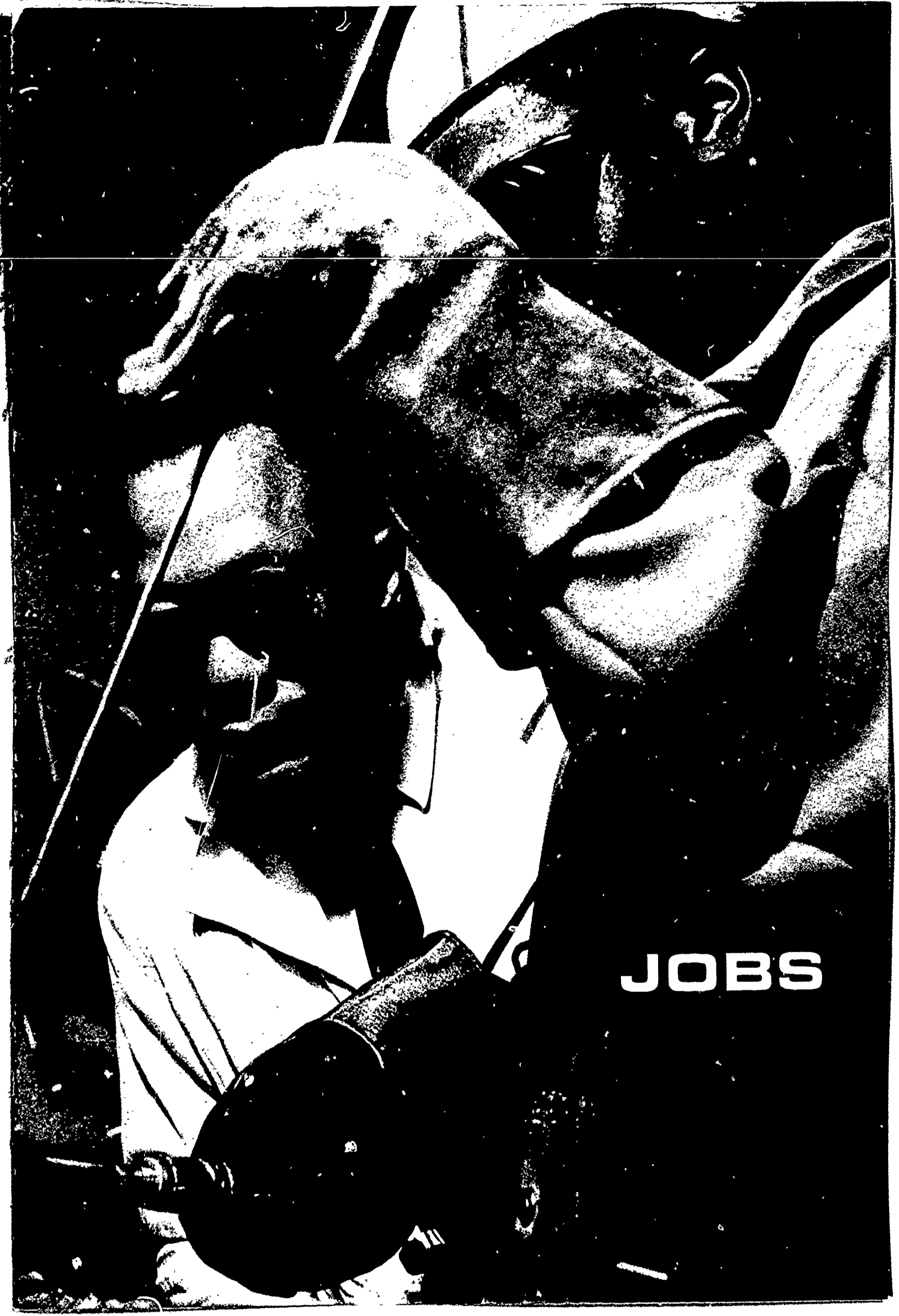
The funds to operate these programs come from the City, State and Federal governments in proportions that vary from program to program. Many of the community development and manpower projects operate entirely with Federal funds and are financed on a temporary basis, with opportunities to request refunding when contracts expire. For this reason, some of the programs described here have time limits. Those that work well will be continued. Those that do not produce solid results will be replaced by projects that do pay off.

Results are what count. It is not only for low-income New Yorkers but for the entire city that HRA is determined to make the best use of financial resources for the development of human resources.

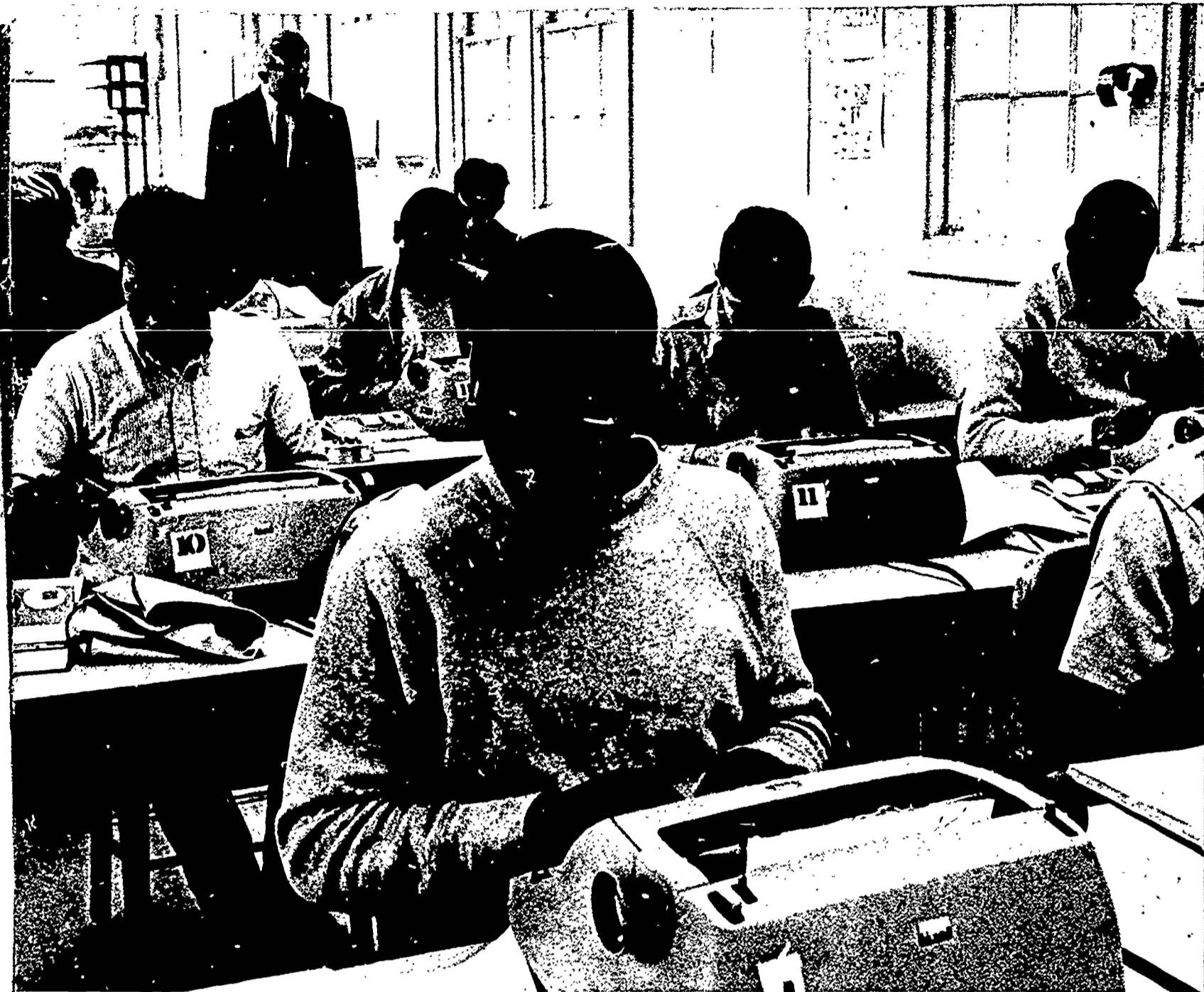
At stake in the fight against poverty is the well-being of nearly a quarter of the city's population and, therefore, the future of the city itself.

March, 1968





# JOBS



## MANPOWER CENTERS

One-stop employment centers to bring all-inclusive manpower services into the neighborhoods that need them: that's the plan embodied in the network of 18 Neighborhood Manpower Service Centers in low-income areas throughout the city.

By concentrating all employment services under one roof, these centers eliminate the need for going to one agency for job counseling, to another for vocational testing, to a third for information on training programs and to still another for immediate help in finding a full-time job. Instead, the job seeker obtains all these services from the center in his area, avoiding the frustration and waste of time and money involved in being shuttled from place to place.

The centers are the heart of the City's manpower program for low-income citizens. Some have broadened their regular staffs with special teams of professionals from the New York State

Employment Service. This was done in order to provide the widest possible range of manpower services.

Twelve of the Manpower Centers in the network are being run by Community Corporations under contract to the Manpower and Career Development Agency.

Most centers share space with Community Corporations or other neighborhood anti-poverty agencies. Some of those that cover large areas have one or more smaller storefront centers that also offer comprehensive services.



### SIGNIFICANCE

*Concentration of all manpower services under one roof to provide one-stop employment centers in low-income neighborhoods.*

# ON-THE-JOB TRAINING



The biggest Federally financed on-the-job training program in City history is underway with private employers who agree to hire the chronically unemployed and to train them while at work. Welfare recipients are being given priority in enrollment.

During the 18-month program, which ends in June, 1969, about 1,800 residents of poverty areas will be placed, half of them directly and the other half after completing special pre-vocational courses.

Businessmen in fields with chronic labor shortages are being brought into the program as part of the Manpower and Career Development Agency's (MCDA) increased effort to enlist the private sector in job programs for poverty area residents.

The program — financed by a \$1.8 million grant from the Federal Department of Labor to MCDA — provides weekly subsidies of up to \$25 a trainee.

To receive the subsidies, employers must agree to hire program participants for on-the-job training periods that can last up to 26 weeks and, if training is completed satisfactorily, to retain them in permanent positions. While training, participants must be paid a minimum of \$75 a week. Once training is completed, a minimum of \$90 a week must be paid.

The program is open to employers in fields that include: repair of stoves, refrigerators, washers and air conditioners; retailing and wholesaling; typing, key punch operating and bookkeeping; auto repair, chassis lubrication, brake adjustment and hydraulic lift operation; machine shop crafts, and building maintenance and service.

About \$964,000 of the grant is being used by MCDA to pay for the recruiting of trainees and employers, for the subsidies to employers and for administrative costs. The remaining \$836,000 is for the Board of Education to provide 900 of the 1,800 trainees with an average of 12 weeks of basic education and pre-vocational courses. The courses will be given at centers in Manhattan, Brooklyn and Queens.

Trainees at the centers are receiving stipends ranging from \$20 to \$74 a week, depending on need. This money is provided by the New York State Labor Department. After completing the courses, trainees will be hired by private firms participating in the program.



## SIGNIFICANCE

*Greater involvement of private employers in hiring and training poverty area residents.*

# PUBLIC SERVICE CAREERS



Jobs and careers with the City await the 1,000 men and women who are being enrolled in the Public Service Careers Program, a key manpower program for welfare recipients, other unemployed persons and the under-employed.

Those who successfully complete the intensive training courses are guaranteed jobs in the City's critically short-staffed agencies, such as the Health Services Administration and Department of Social Services. Trainees can also look forward to new career opportunities, especially developed for the program.

Beginning jobs are as Nurse's Aides or Case Aides — both new City classifications created for the program — or as Medical Aides. Each of these beginning jobs is on a career ladder that rises all the way to professional-level positions in hospitals, clinics and social service centers.

A new career track in the Department of Social Services presents a clear example of the opportunities for advancement under the Public Service Careers Program. From the new entry-level job as Case Aide, a participant can move to a newly created second-level job as an Assistant Caseworker. After reaching that post, he may be given time off during the day to earn a college degree and advance to Caseworker and, finally, to Senior Caseworker, another new, higher-level position.

During their training, participants also receive supportive services such as supplementary basic education and counseling. Included is preparation for taking high school equivalency and civil service examinations. The additional services are designed to help make future job advancement possible.

Once employed full-time, participants will continue to get educational and counseling services — geared to career development — during the life of the program.

The Public Service Careers Program is funded at \$3.8 million by the U. S. Department of Labor under the Scheuer amendment to the Economic Opportunity Act. This amendment, sponsored by Rep. James H. Scheuer (D-Bronx), provides cities with funds to bring the poor into public service careers in fields that have serious personnel shortages.



## SIGNIFICANCE

*Guaranteed jobs and built-in career opportunities for 1,000 persons, especially welfare recipients, in the City's Health Services Administration, Department of Social Services and other agencies.*



# **JOBS IN THE SOUTH BRONX**

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One of the city's most depressed areas — the South Bronx — is receiving special attention for its unemployment problems through the Concentrated Employment Program (CEP). This project was established to provide jobs and training for 2,000 South Bronx residents.

Welfare recipients and unemployed heads of families get priority for the jobs and short-term vocational training. But CEP also concerns itself with helping to upgrade the under-employed — those working full-time but not earning enough to live above the poverty line.

The program includes these services:

— 1,200 persons are being brought into training courses run by the Board of Education through its manpower development and training unit. Jobs will be available upon completion of the training, which lasts from 8 to 16 weeks and develops skills in such areas as television service and repair, auto mechanics, precision machine work, electronics and clerical work.

— 300 are being placed in jobs that are available immediately. Many of these include on-the-job training.

— 250 school dropouts, aged 16 to 21, will get work experience and training in Neighborhood Youth Corps projects developed by the program. They will also be placed in full-time jobs as part of the CEP service.

CEP operates from two offices and three storefront centers, providing services that include testing, screening, counseling and placement. In addition, the program provides a new vocational coaching service that will continue even after job placement.

The Concentrated Employment Program is funded by the U. S. Department of Labor at \$3.6 million.

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## **SIGNIFICANCE**

*Jobs, short-term vocational training and work experience for 2,000 adult and teenage residents of the South Bronx through a concentration of manpower services and a special job development effort.*



## A UNION HELPS



The first major manpower program run by a trade union in New York City not only guarantees jobs for the unemployed, but also prepares low-paid workers for higher-paying positions.

The jobs are in retail, wholesale and warehouse firms having contracts with the program sponsor, District 65 of the Retail, Wholesale and Department Store Union, AFL-CIO. Program graduates are eligible for full union membership and rights.

Open to men and women over 18 years of age, the training program has three phases:

— Basic education for about 300 unemployed to provide them with vocational and language skills. After courses running from 4 to 14 weeks, graduates are placed in entry-level jobs paying from \$70 to \$80 a week. This part of the program is designed primarily for 18 and 19-year-olds, who earn a \$40-per-week stipend during training.

— Training to upgrade the skills of approximately 400 persons who are now employed in low-paid jobs and thus equip them for advancement. They attend classes at union headquarters in the evenings to prepare for more skilled jobs such as corrugated machine operators, direct mail machine operators and bookkeeping machine operators.

— Advanced training for about 100 persons

who are being prepared for high-level jobs in sales, administrative, technical and supervisory fields. Participants study in the evening at the Fashion Institute of Technology.

The program's two upgrading phases have the additional advantage of opening up lower-level jobs as workers with increased skills advance.

To run the program, the union and 14 companies and trade associations that endorse the program have formed a non-profit corporation called the Development and Training Center for the Distributive Trades, Inc. The 14 are among the employers providing jobs to graduates.

Financing comes from a City grant of \$693,000 to cover training and placement for approximately 800 persons, most of whom have now completed their courses and are employed. The program has been refunded to train and place an additional 775 persons.



### SIGNIFICANCE

*Guaranteed jobs and upgrading for men and women in the first major manpower program run by a trade union, with industry cooperation.*

# PREP-BEST



A special job training program for welfare clients — called PREP — provides work experience, skills training and basic education for its participants. The program has three parts:

PREP I places persons on jobs with City agencies and non-profit institutions for work experience and training, which includes remedial education.

PREP II offers classes in 26 occupational areas, including electrical appliance repair, general maintenance, and gas station work — all for men — and general office practices for men and women.

PREP III covers enrollment in accredited vocational schools for those individuals who qualify for entry. Training is open in such fields as auto repair, beauty culture, printing and medical aide work.

While in PREP, which stands for Preparation, Retraining and Education Programs, participants receive up to \$20 per week for lunch and travel and a special baby-sitting allowance.

The two-year-old program is federally funded under Title V of the Economic Opportunity Act.

Another training project, BEST, is conducted by the Port of New York Authority at its training center in downtown Manhattan.

In operation for more than two years, BEST (Basic Essential Skills Training) offers courses in five fields that have an unfilled demand for workers: oil burner repair and installation, building services, air conditioning repair and installation, general maintenance and heavy vehicle driving.

Welfare recipients get first consideration for the training opportunities.

The courses include job-related instruction in remedial English and mathematics.

BEST is funded by the City at \$756,000 to serve 975 enrollees in the nine-month period from Oct. 1, 1967 to June 30, 1968. Trainees receive \$4 a day while attending classes.

(The Department of Social Services supervises PREP and BEST in conjunction with the Manpower and Career Development Agency.)



## SIGNIFICANCE

*Job opportunities for welfare clients and other poverty-area residents through work experience with City and other agencies and through skills training.*

# NEIGHBORHOOD YOUTH CORPS

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High school dropouts, who have neither the education nor the skills to get and hold jobs, are being helped into the world of work through the Neighborhood Youth Corps.

Other young boys and girls, who need stronger motivation to keep them from dropping out of high school, are getting encouragement and financial help from the Corps.

As enrollees in the federally funded program, these two groups of young people go to work in City, State and Federal agencies as well as in non-profit institutions such as hospitals and settlement houses.

They work on widely diverse assignments, earning money and also picking up good work habits and marketable skills for the future. Many of the jobs are clerical. Some are in trades, others in hospital services, in building maintenance and in a variety of other fields.

The out-of-school youngsters, who range in age from 16 to 21 years, earn \$1.50 an hour for a 30-hour week that includes some remedial education and special training. The in-school youngsters, aged 14 to 21, work afternoons only and earn \$1.25 an hour for a 10-hour week.

During the summer, with thousands of additional youngsters looking for something to do, the Youth Corps program is expanded.

In 1967, few summer anti-poverty projects were without a complement of Youth Corps members. They worked in activities organized and operated by 32 community groups and social service agencies. They also got more assignments than usual in City departments. All enrollees received \$1.50 an hour.



About 42,000 young people were enrolled in the summer program.

The Neighborhood Youth Corps' year-round program covers about 4,000 out-of-school and 4,900 in-school enrollees.



## SIGNIFICANCE

*Jobs for 14-to-21-year-olds, helping school dropouts to enter the work force and potential dropouts to remain in school.*

## SCHOOL INCENTIVE



The City is the employer in a manpower program specifically designed to give potential dropouts an incentive to stay in school. Called the Municipal Cooperative Education and Work Program, the project also gives the youngsters work experience to help them get jobs after they graduate.

The teen-agers — 11th and 12th grade students from low-income families — fill regular jobs with City agencies. However, they do not work full time, but alternate a week of work with a week of school. In this way, they can continue their schooling while earning \$1,375 a year on the job. Participants work as stenographers, typists, key punch operators, traffic and electrical maintenance men, dietary aides and in other positions.

The Department of Personnel finds the jobs and runs classes in remedial typing and stenography, civil service preparation and career guidance. The Board of Education selects the trainees and fits a special school curriculum to their needs. The Manpower and Career Development Agency pays for the Personnel Department's administrative costs relative to the program.

Except for a work-training program in gar-

dening at the New York Botanical Gardens, the City agencies assume the full salary costs for their cooperative employees. A separate City grant covers salaries for the gardening program.

Those working as stenographers and typists in the program are tested near graduation time. If they pass the test, they are offered full-time jobs with the City after they graduate. All other participants are encouraged to take the civil service examinations that will qualify them for permanent employment with the City.

About 95 percent of the trainees enrolled each year stay in school and earn their high school diplomas. In addition, the scholastic record of the trainees has shown improvement.

As of February, 1968, there were about 1,500 young persons in the program.



### SIGNIFICANCE

*A financial assist to help potential dropouts finish high school through jobs with City agencies on the basis of alternate weeks of full-time work and class work.*

# COMMUNITY ACTION



# THE COMMUNITIES' VOICE

In New York City, community people have a large measure of control over the anti-poverty program at the highest policy-making level, where it counts.

This community control lies in the Council Against Poverty, an official body that has the power to determine how Federal and City anti-poverty money will be spent. The Council was established in August, 1966, under the same Mayoral executive order that created the Human Resources Administration.

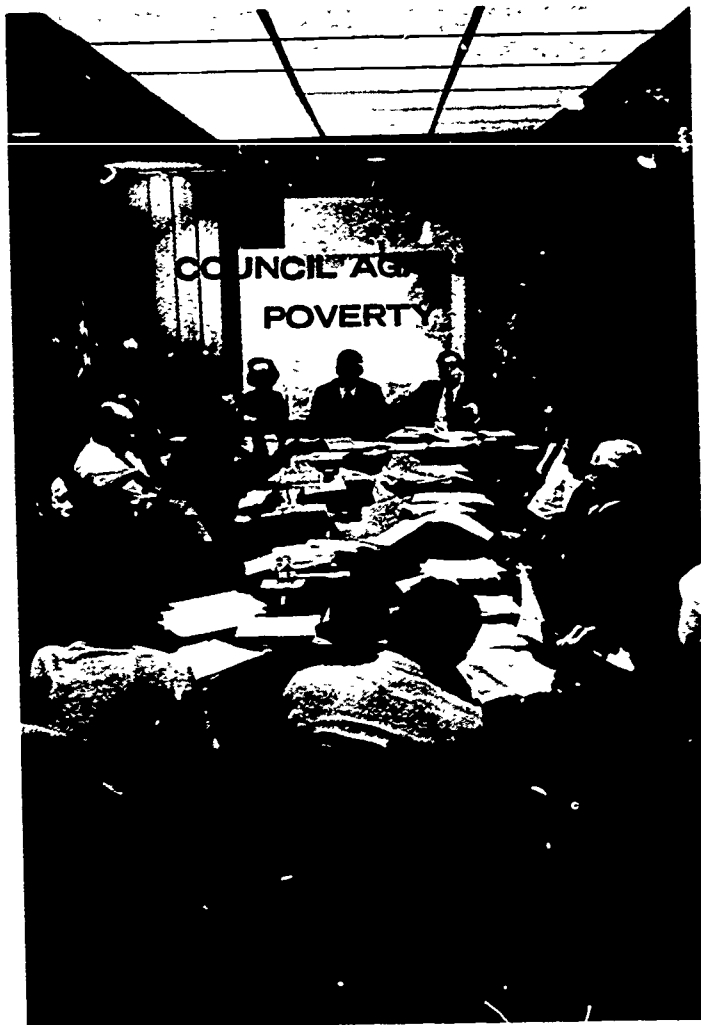
Only the Council can allocate City anti-poverty funds and submit proposals for community action programs under Title II of the Economic Opportunity Act. In effect, it is the policy-making arm of the City's Community Development Agency.

The Council is presently composed of 28 members, half of whom come directly from designated poverty areas. The others are Mayoral appointees drawn from social service agencies and labor, education, business, religious and minority groups.

At its inception, the Council was charged with the responsibility of helping people in low-income areas establish Community Corporations through neighborhood elections. The Council has set over-all guidelines for the Corporations, but each community decides its own age and residency requirements for candidates and voters.

Most Corporations require that a percentage of their boards be composed of persons with incomes below the poverty line. In some cases, these representatives of the poor constitute 50 percent of the board.

Once established, the Corporation plans all anti-poverty strategy on the neighborhood level, reviewing and approving project proposals from local groups and submitting a final package to the Council. The Corporation also sends a representative to the Council.



Each Corporation is allocated funds by the Council, which takes into account the area's per capita income, rate of unemployment, percentage of welfare assistance and other factors.

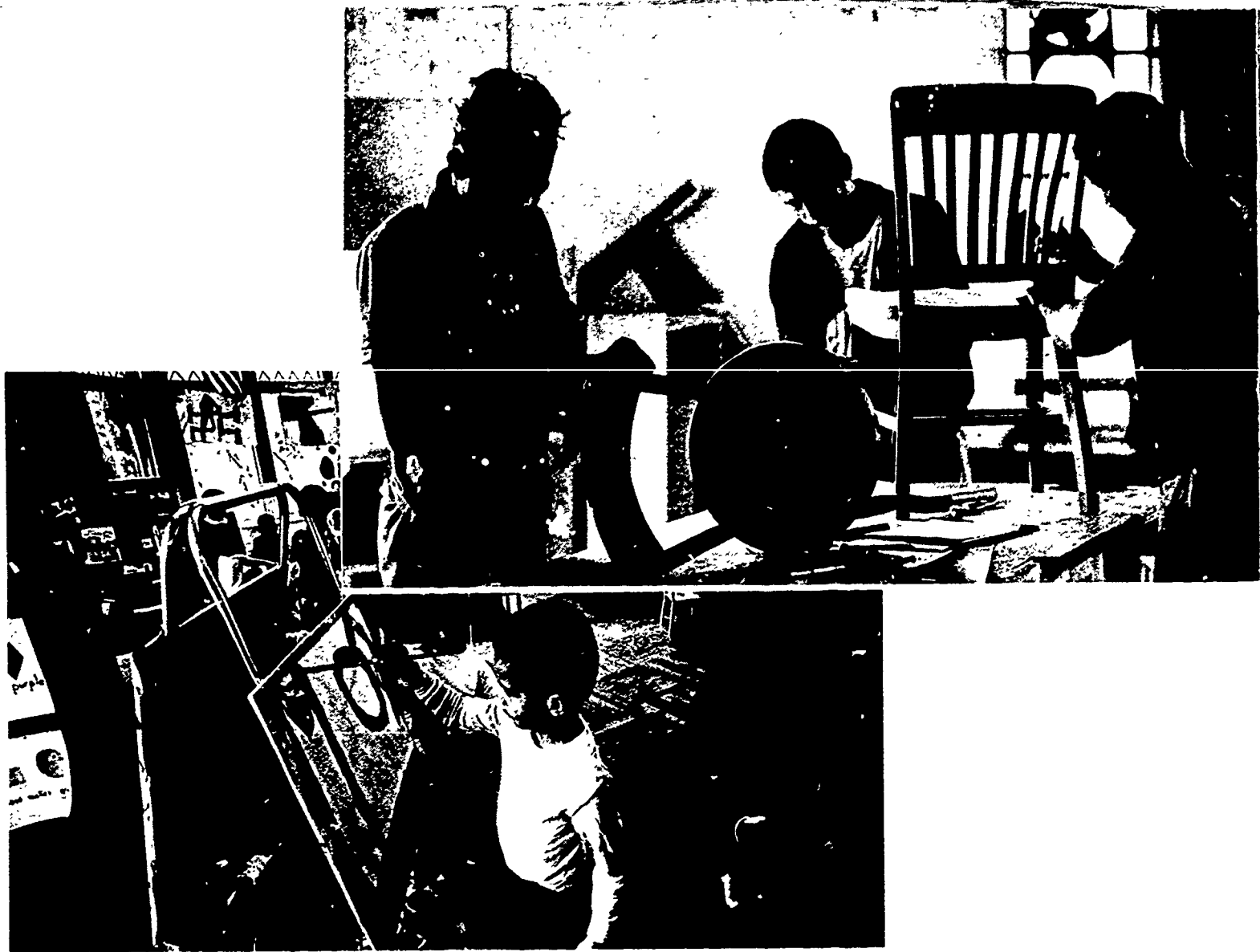
Community Corporations have already been established in the 5 sections designated as poverty areas in 1966. Thousands of people cast ballots in elections that ran throughout 1967.

Residents of 11 additional poverty areas, designated on March 2, 1967, are now electing Planning Committees. This is the first step in setting up their Corporations.



## SIGNIFICANCE

*More community control of the anti-poverty program through elected Community Corporations on the neighborhood level and through representation on the Council Against Poverty on the city-wide, policy-making level.*



## COMMUNITY PROGRAMS

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Hundreds of year-round and summer projects, run largely by the people they are intended to serve, are at the core of the City's community action effort.

Neighborhood residents sit on the boards of directors and staff these programs — and thousands have gotten jobs and training as block workers and community aides and have gone on to give leadership and service to their neighbors.

The multi-purpose programs they operate range from buying clubs to cut the high cost of food (East Harlem Tenants Council), to training in photography, lay-out, art and design (South Bronx Community Corporation), to organizing tenants to secure action on housing violations (Brownsville Community Council).

They run Youth-in-Action, which tutors high school students and dropouts and provides training and work in community service for youths with leadership potential. They run the Two Bridges Neighborhood Council, which gives reading lessons to parents in English, Spanish and Chinese and encourages them to

participate in their children's education.

In Hunts Point, they help welfare clients to understand their rights and to get their full benefits. At HARYOU-ACT, their activities include the organization of groups to push for improved education.

These programs — and the many others in all poverty areas — are being financed in fiscal 1967-68 with approximately \$19.9 million in City money and \$24 million in Federal funds.

In every program, the goal is to organize people to help make existing institutions responsive to their needs and to provide services that help people improve their own conditions.

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### SIGNIFICANCE

*Motivating and developing the abilities of poverty-area residents by bringing them into the operation of community action programs.*



## **SUMMER PROGRAMS**

From toddlers to teen-agers to senior citizens, the residents of New York's low-income areas get the chance for study, training, jobs or recreation in the City's special summer program.

Some activities prove to be so effective that they are continued on a year-round basis. Some serve as models for new, year-round programs. Thus, the summer is a significant aspect of New York's efforts to fight poverty and to open economic, social and cultural opportunities to all its citizens.

In the summer of 1967, a community action budget of \$10.5 million went to support nearly 500 grass roots programs run by neighborhood groups. These programs covered a wide variety of activities and served or involved an estimated 750,000 people.

The rest of the summer budget of more than \$20 million covered two major programs that operate on a smaller scale throughout the year: the Neighborhood Youth Corps (described under manpower programs) and Head Start (discussed under Community Action).

In some typical grass roots summer programs: young people tutored their smaller neighbors in school subjects . . . welfare recipients attended seminars to learn about their rights and about all the manpower and other services available to them . . . communities held "clean-up" days to improve the physical appearance of their neighborhoods . . . the elderly tried their hands at arts and crafts . . . boys and girls went on trips to museums and beaches.

Among the many other programs:

—Teen-age girls studied cosmetology in a Bronx project — and then did a good turn for the patients at Lincoln Hospital by giving them beauty treatments.



—A brightly decorated "art cart" made tours of Lower East Side playgrounds — and succeeded in getting hard-to-reach children interested in the creative arts.

—A Brooklyn group ran a special program for children with a history of behavioral problems and gave such youngsters a rare chance to participate in satisfying summer activities.



### **SIGNIFICANCE**

*Wide-ranging projects conceived and run by grass roots community groups to involve the poor in useful and enjoyable summer activities.*



## HEAD START

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Pre-school tots who have never held a pencil nor drawn a picture nor turned the pages of a book are getting these enriching experiences — and preparation for later schooling — in Head Start.

In small centers run by local community action groups and social service agencies, the children are encouraged to develop a sense of their own identity and worth. At the same time, their learning skills are further developed.

Through trips and walking tours, indoor games and outdoor play, story-telling and music and song, they are pulled into new experiences that lay a foundation for the formal learning of later years.

Involvement of parents with their children and supportive social services are integral parts of the Head Start program.

Parents serve on Policy Advisory Committees at each center to help plan the programs and some are put on staff as family workers and teacher aides. Head Start parent groups also hold discussions on home and family problems and sponsor such classes as nutrition, sewing, consumer education and family care.

Social workers, psychologists and family counselors work in Head Start to help solve per-

sonal and family problems affecting the children. The youngsters also receive health care and hot meals.

During the 1966-67 school year, nearly 4,800 pre-schoolers aged three, four and five attended Head Start classes in 107 centers in the city's low-income areas. In the summer, an added 27,000 were enrolled in an eight-week program designed for children about to enter kindergarten or elementary school for the first time in September, 1967.

The program emphasis in New York has now shifted from short summer sessions to year-round classes, with safeguards to assure that each child registered in Head Start will start regular kindergarten the following autumn. In February, 1968, 4,700 children were enrolled in the year-round program.



### SIGNIFICANCE

*Early training in the basic skills and habits needed to succeed in school for pre-school children from low-income homes, with involvement of parents and use of special social services.*

# HEALTH CARE - WHERE IT'S NEEDED

High-quality medical care is being brought right into the localities where it is most needed through the establishment of Neighborhood Health Centers.

Five of seven planned centers are currently in operation. Conforming to the blueprints that won them Federal approval and funding, they are equipped to serve up to 30,000 persons each. They offer preventive medicine, diagnostic services and regular medical treatment. Each center has a pharmacy, an X-ray room and a laboratory.

The doctor-patient relationship in the Neighborhood Health Centers is on a personal basis. One team — a general physician and a pediatrician — has responsibility for the care of an entire family. The two may have to bring in a specialist for consultation, or hospitalize their patient elsewhere, but they always supervise the treatment.

Unlike traditional clinics, the health centers are open evenings and Saturdays and serve their patients by appointment. The centers also provide some social services.

Another key element in the health center concept is the active involvement of the community. This is accomplished through a health council, composed in large part of neighborhood residents. The councils function as lay boards of directors on matters other than medical policy — such as hours, employment practices and patient eligibility.

Also built into the plan are employment opportunities for community residents as assistants to social workers, visiting nurses and other medical professionals.

The five Neighborhood Health Centers now operating are Gouverneur on the Lower East Side, Morrisania-Montefiore in the Bronx, St. Luke's on the mid-West Side, and Long Island College Hospital in the Red Hook section of Brooklyn and Lutheran Medical also in Brooklyn. The two others will be St. Mary's in Crown Heights and Provident Medical Society in north Bedford-Stuyvesant, both Brooklyn. The center program is a joint undertaking of HRA and the City's Health Services Administration.



Federal funds for New York's centers total \$6.9 million — 14 percent of the entire national allocation.



## SIGNIFICANCE

*Comprehensive health care in Neighborhood Health Centers offering full services on a personalized basis.*

## **FAMILY PLANNING**

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Without family planning, the family that is struggling financially might suddenly find itself more deeply enmeshed in poverty.

For example, an unwanted pregnancy can keep a mother from going to work at a time when she needs and wants to. It can restrain a father from entering a training program that will help him earn more later, but means a reduced income while he's training. It can force a teen-age father to drop out of school before getting a high school diploma.

Because of these factors, family planning services have been made part of New York City's fight against poverty. In all aspects of the program, participation is voluntary.

Each community decides how to meet its own unique needs and conditions. The people who are operating and using the services have a say in the location and scope of service facilities, as well as in employment practices.

The same neighborhood people are hired for jobs in family planning centers, including nurses and doctors where possible.

One of the well-established family planning services is in Bedford-Stuyvesant, where Youth in Action runs two separate centers offering information and clinics. Local neighborhood aides work in clerical jobs and as doctors' assistants. Youth in Action expects to expand its program to additional locations during 1968.

In South Jamaica, the family planning program is under the sponsorship of the Queens Clinical Society, whose participating doctors live in the community in which they work. The Society has long been active in providing medical services to this area.

South Brooklyn's project is sponsored by a broadly based community group, which has obtained the cooperation of Long Island College Hospital to provide professional services.



Several more family planning centers should be in operation by late spring. They are currently being set up in the Brownsville, East New York, and Williamsburg sections of Brooklyn, Morrisania and Hunts Point in the Bronx, and Central Harlem in Manhattan.

The family planning program expects to serve about 10,000 women this first year.



### **SIGNIFICANCE**

*Family planning services that give poor persons the same options that higher-income persons have in deciding family size.*



## PROTECTION FOR THE CONSUMER

A number of mothers in the South Bronx are getting milk for their families at lower prices than before. The savings were made possible because the mothers formed a buying club to purchase milk in quantity. They themselves take care of the distribution to club members and the collection of payments.

Families on the Lower West Side belong to a food cooperative run by the Community Corporation of the Lower West Side. They are buying high quality meat and other foods at prices lower than those at their neighborhood stores.

The Brownsville Community Council in Brooklyn drew hundreds of neighborhood residents to its Consumer Fair in June, 1967. Representatives from City, State and Federal regulatory agencies—charged with protecting the consumer — were on hand to discuss consumer rights and to tell people how to protect themselves against illegal credit operations and unreliable tradesmen.

These are just a few examples of the consumer action programs going on in the low-income

areas. Some projects planned for the future include buying plans to get quality and fair prices on drugs, furniture and home furnishings.

In addition, a number of community organizations have one or more staff members who are concerned primarily with consumer affairs.

The link between all these activities is the informal but active Consumer Committee of the Community Development Agency. It is composed of about 40 members of various neighborhood groups, meeting regularly to exchange information and discuss ideas for city-wide consumer education and action programs. It also works with the Mayor's Council on Consumer Affairs.



### SIGNIFICANCE

*Help for the residents of low-income areas in learning how to protect themselves from consumer frauds.*

## **FREE LEGAL SERVICES**

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For poor families, the law is often less a shield and a protection than it is a threat — the landlord with an eviction notice or the credit company with a repossession order.

Not knowing their rights, the poor are more likely to get entangled in legal problems. Not having money to hire lawyers, the poor are more likely to get unequal justice.

The Legal Services Program is the new force created under federal legislation to represent and protect those who are unfamiliar with legal matters. Lawyers in neighborhood law offices help community people deal with a wide range of problems including evictions, consumer frauds and landlord-tenant questions.

The Legal Services Program also provides education in the neighborhoods to inform poor residents of their legal rights, organizes efforts to enact new protective legislation and attempts to revise existing laws that work against the poor.

Once the program is in full swing in New York City, there will be a network of neighborhood law offices in all five boroughs providing legal services to those eligible for this aid, without charge. Two units are already in operation — the Legal Aid Society and the Mobilization for Youth Legal Services Unit (four offices plus a mobile trailer that moves from street to street on the Lower East Side).



Community Action for Legal Services Inc. (CALC) is New York's central coordinating agency for the Legal Services Program. Its board of directors includes 10 representatives from the communities to be served, along with 20 lawyers. CALC will train the staff lawyers for the neighborhood offices.



### **SIGNIFICANCE**

*Free legal services for low-income persons at convenient neighborhood offices.*



**FINANCIAL  
AID  
AND  
SERVICES  
FOR  
INDIVIDUALS  
AND  
FAMILIES**





## SOCIAL SERVICES

New approaches to old problems have become the hallmark of the Department of Social Services.

The renaming of the Department from Welfare to Social Services on July 1, 1967 reflects the new philosophy — that basic social services should be available to all New Yorkers, whether or not they require financial aid. Such services can help a family to retain its independence, to make the best use of necessary financial aids or to return to self-support if possible.

Of course, the Department's continuing programs — providing direct money payments to those who would otherwise be destitute, and helping those who can to reach self-supporting status — remain crucial elements in the City's fight against poverty.

The Department of Social Services is required by law to help everyone who is eligible for public assistance. The City, State and Federal governments must all share in the costs. To pay the City's total welfare bill, the Federal government contributes about 40 percent and the City and State about 30 percent each.

Most of the people (80 percent) receiving financial grants are mothers and children in families where the father does not live at home or is unemployed. About 15 percent are aged, blind, sick and disabled. Two percent are receiving aid because the breadwinner's full-time income is too small to support the household.

About three percent of welfare clients are considered employable, although most of these are men who could not find employment without special education, training and guidance. The development of rehabilitation and training programs for these men is a high priority for HRA, as are programs for the mothers on welfare who are seeking training and employment.

In its approach to income maintenance, the Department has undertaken to provide service with dignity, adequacy and respect for independence.

One recent step in this direction is the experimental use of a simplified application form in two of the Department's 35 Service Centers. The welfare applicant fills out a comprehensive Declaration of Need that indicates whether or not he is eligible for financial aid. If he is, his case is opened and service is begun immediately.

This procedure has two major assets: it shows respect for the applicant by relying on his own statements, and it frees the caseworker to devote his time to rehabilitative services rather than to endless investigations.

Another experiment to move people on welfare from dependency toward self-support involves the establishment of income exemptions. Formerly, welfare recipients had little or nothing to gain by getting a job because their assistance payments were reduced by the full amount of their earnings.

But as part of a demonstration project, a large number of recipients can retain the first \$85 earned in a month plus 30 percent of the rest of their earnings. The remaining 70 percent is deducted from the assistance grant. Only after families become self-supporting at a reasonably adequate income level will public assistance be stopped.

Other proposals modifying the income maintenance system are being developed.

One of them calls for children's allowances similar to the family grants that are commonplace in most other western countries. Under this proposed experiment, three sample groups of families would receive a specified allowance for each child. A study would determine whether the allowances are more effective than traditional public assistance grants.

In addition to public assistance programs, the other services of the Department are also being improved and strengthened.

Among the most important developments is the creation of "satellite" service centers throughout the city. These centers offer a wide range of services at one location and are accessible to their immediate neighborhoods.

The services include financial aid, varied programs for children and the aged, help with housing problems, employment counseling, family planning information and Medicaid registration. Five neighborhood centers are in operation and ten more are scheduled to be opened during 1968.

Working with the population it serves, the Department encouraged the formation of Client Advisory Groups in all 35 of its Service Centers as part of its campaign to bring more dignity, participation and independence to public assistance recipients. These groups meet monthly with administrative staff to air grievances and make suggestions, some of which have been adopted. A number of the groups have become extremely active, establishing programs for

unwed mothers and compiling information for the community on available services.

In addition to the programs designed specifically for persons on welfare, the Department provides a wide range of services for those who need them, whether or not they require financial grants. These programs include:

*Services for Children* — support and protection for more than 22,000 homeless children in institutions, foster homes and three temporary shelters; 94 Day Care Centers for about 7,000 children whose parents cannot supervise them during the day; protective services for abused and neglected children; a public adoption program; an after-hours emergency homemaker service for children who are abandoned at night or on weekends.

*Services for Adults* — 44 Day Centers providing social, educational and recreational activities for persons over 60 years of age; a Home for the Aged in Queens, two shelters and a rural residence for homeless men and women; referrals to nursing homes; two rehabilitation programs for alcoholics; more than a dozen social service programs for adults who live alone in rented rooms; homemakers and foster homes for aged and handicapped adults.

*Medical Assistance* — recruitment and enrollment of individuals and families who are eligible for New York's medical assistance plan (Medicaid); payment of bills from the providers of medical and health services to Medicaid recipients; a Medicaid information service for the public.



#### SIGNIFICANCE

*New ways of meeting old problems — such as public assistance and rehabilitation — plus an intention to provide basic social services to all regardless of income needs.*

## DAY CARE AT HOME



“Living room” day care — New York’s new approach to meeting the critical shortage of day care facilities in the poverty areas — is the first major program of its kind in the nation.

Officially titled the “Head Start Family Day Care Career Program,” the project aims to: provide day care for 3,200 children on welfare, training and jobs for the mothers of these children, and jobs to 800 other mothers who give the day care in their own homes.

Living room day care works this way:

— It offers employment to mothers on welfare to provide day care in their homes. This, in turn, will release other mothers on welfare to take jobs.

— It provides day care for pre-school children aged one to five. School-age children up to the age of 12 are also eligible if they are in the same family as the pre-schoolers.

Welfare mothers running a living room day care service earn \$75 per month for each child, with a further allowance for food. These mothers can keep the first \$85 and 50 percent of the balance earned each month before additional earnings begin to reduce their welfare payments.

One of the features of the plan is a career ladder that enables day-care mothers to advance to positions that include day care counselors, day care aides and home helpers.

The first 10 neighborhoods to launch living room day care are Hunts Point and Southeast Bronx; Central Harlem, East Harlem, Lower East Side and Lower West Side in Manhattan; Bedford-Stuyvesant, Brownsville and Ft. Greene in Brooklyn, and Jamaica in Queens.

Neighborhoods are selected under the supervision of the Council Against Poverty, with full involvement of the community.

The program is federally funded at \$3.5 million.



### SIGNIFICANCE

*Employment of mothers on welfare to provide “living room” day care in their own homes for 3,200 children, freeing other mothers on welfare to get jobs or training.*

## SERVICES FOR YOUTH



One of the most vital resources of any city is its youth. To neglect them is to guarantee the continuation of the urban crisis.

The Youth Service Agency, whose major component is the Youth Board, is attempting to make sure that young people in New York City are not neglected. Its program concentrates on helping teenagers most in need of aid — those who are victimized by poverty and discrimination. Many are school dropouts; a large percentage have been involved with the police; most have little chance of obtaining employment or job training; a large number are drifters with no permanent homes.

The core of the Agency's program for youths 16 to 21 is a network of 27 Youth Service Centers, located throughout the city in long-established poverty areas and in neighborhoods undergoing ethnic and economic transition.

Thousands of young people who are out of touch with established institutions that might help them have been contacted by street workers from the service centers. These workers spend much of their time on the streets and in parks, bars, poolrooms and other hangouts frequented by alienated youth.

After finding someone who needs help, the street worker tries to gain his confidence so that he can start him on the long process of re-

habilitation, including counseling and referral to the center's staff for help with health, housing, employment and other problems.

In the 9 to 15 age group, the Youth Service Agency is primarily concerned with reaching those youngsters who are beginning to have difficulties at home or in school. To accomplish this, a comprehensive program of group services is provided by voluntary agencies under contract to the Youth Board. In groups ranging from 15 to 20 youngsters, efforts are made to correct anti-social behavior, to improve family life and to encourage adjustment to school.

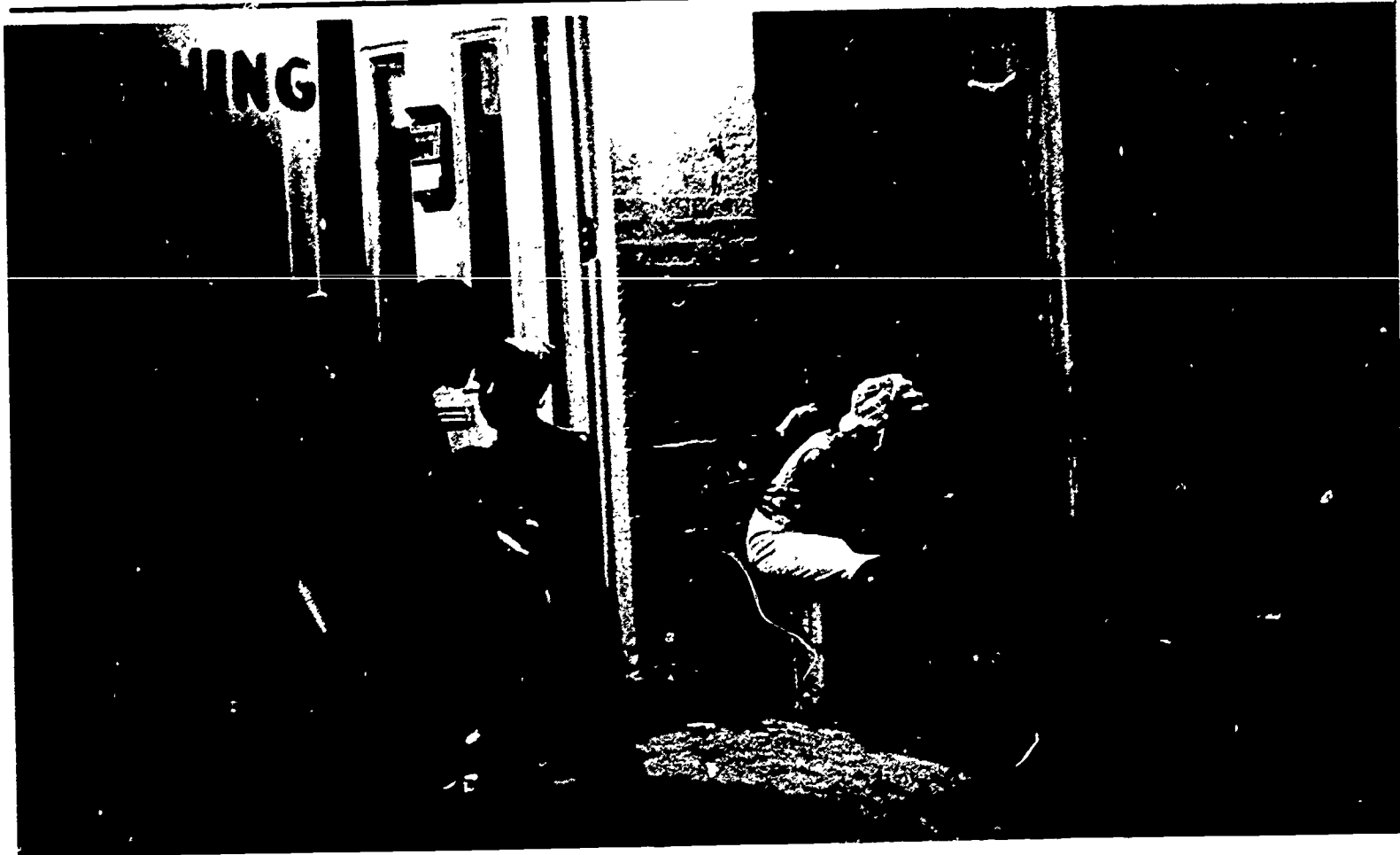
A new and central concern of the Agency is the development of a Youth Leadership Program in which former leaders of street youth will be hired and trained in organizational and group work techniques. In turn, they will organize alienated, hard-to-reach young people throughout the city into councils that will become major vehicles for the planning and implementation of youth programs on the neighborhood level.



### SIGNIFICANCE

*Varied programs for youths 9 to 21, with emphasis on overcoming problems caused by poverty and discrimination.*

# COMBATTING DRUG ADDICTION



Tackling the problem of drug addiction is vital to the general well-being of New York City, where an estimated 50 per cent of the nation's addicts live.

The Addiction Services Agency stresses prevention as well as cure and rehabilitation in its efforts to fight addiction.

The Agency runs a major program that reaches into the streets to identify drug users and interest them in overcoming their addiction. It provides residential treatment that leads to effective rehabilitation for addicts who enroll voluntarily. And it helps former addicts during their long and difficult progress toward a meaningful place in society.

These elements of the program take from 18 to 24 months for each addict. He is helped both by former addicts who have been specially trained as well as by experienced medical and social service personnel.

In its concern with the prevention of addiction, ASA works to alert communities to the seriousness of the problem and to create a sense of community responsibility in finding a solution.

The prevention program works with community-based organizations of concerned citizens, such as:

RARE (Rehabilitation of Addicts by Rela-

tives and Employers), which is composed exclusively of parents, close relatives and employers of addicts. RARE chapters are now actively operating in nine communities and plans for dozens of other chapters are underway in neighborhoods all over the city.

AWARE (Addiction Workers Alerted to Rehabilitation and Education), which is made up of people interested in preventing addiction, whether or not they are personally related to addicts. The most active AWARE groups are in East Harlem, South Brooklyn, Astoria, South Bronx and the West Side. Many other communities are in process of forming chapters.

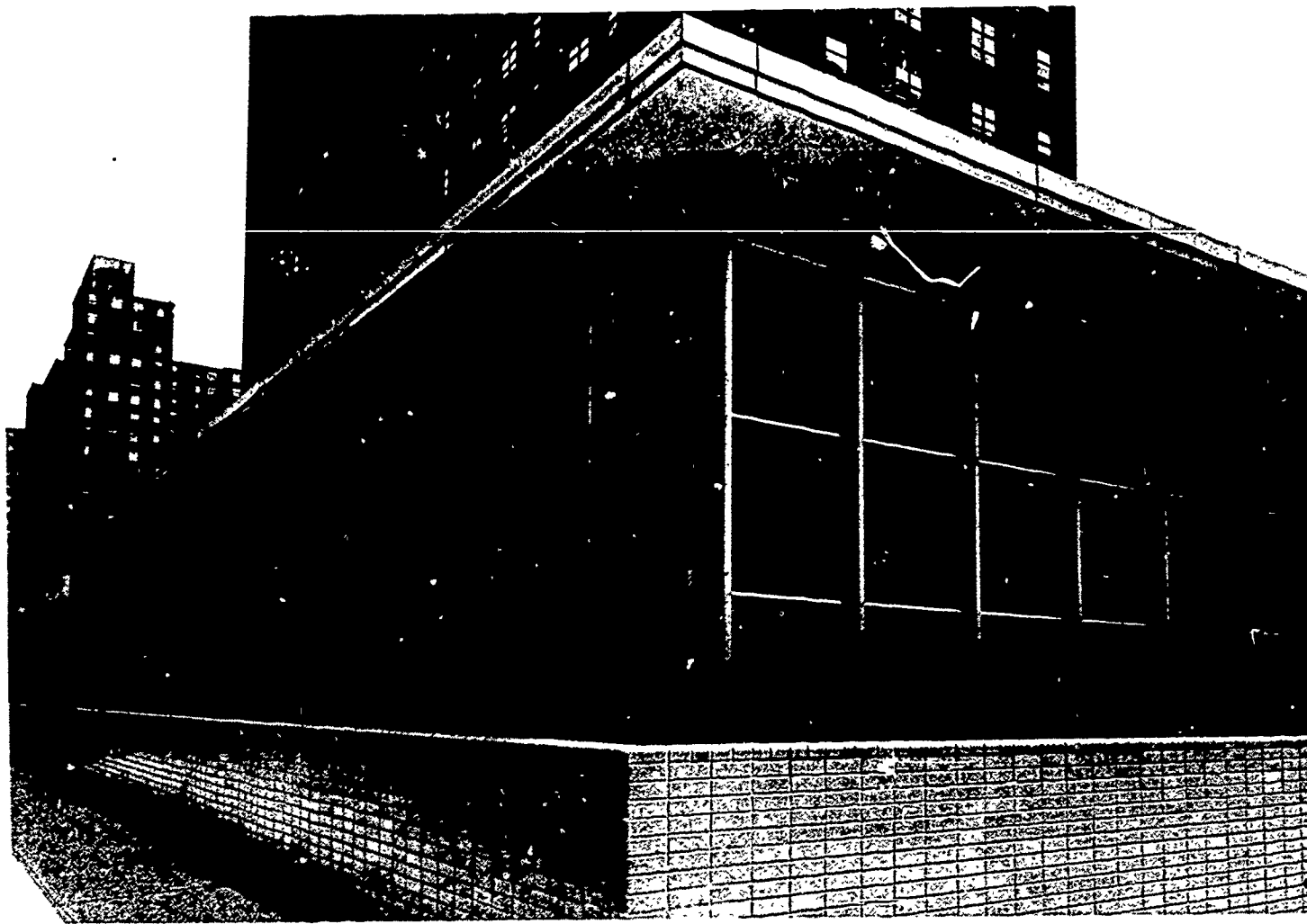
ASA also runs the State-financed Rikers-Hart Island Program, which provides for the treatment and rehabilitation of up to 2,000 addicts convicted under the State Narcotics Law.



## SIGNIFICANCE

*A coordinated drive against drug addiction involving a program of cure and rehabilitation and community-based activities for the prevention of addiction.*

# MULTI-SERVICE CENTERS



A family living in poverty is usually a family with a lot of problems — often with joblessness and ill-health stacked upon educational deficiencies, shoddy housing and the hopelessness these conditions produce.

For many problems, there is help available somewhere in the city. But usually a search for aid requires prior knowledge and trips to many places, almost always out of the neighborhood to unfamiliar parts of the city. Trying to get help becomes still another problem.

The Multi-Service Center is designed to change this by consolidating several community services under one roof, within walking distance of the entire community it is intended to serve.

People in need will be able to obtain health care, job placement, welfare payments and services, family counseling and legal aid at this one central location.

The first Multi-Service Centers are planned for Hunts Point in the Bronx, Brownsville in Brooklyn, and Central and East Harlem in Manhattan. All presently lack services and facilities; and all are within the boundaries of the

## Model Cities Program.

As part of a special pilot project, Hunts Point has received a special Federal grant of \$158,963 to start developing the programs its residents want in the proposed center. This experience will help guide the other communities in setting their plans and programs.

Each multi-service facility will cost more than \$1.5 million for actual construction. The Federal government has already reserved such funds for the Hunts Point center. Brownsville is next.

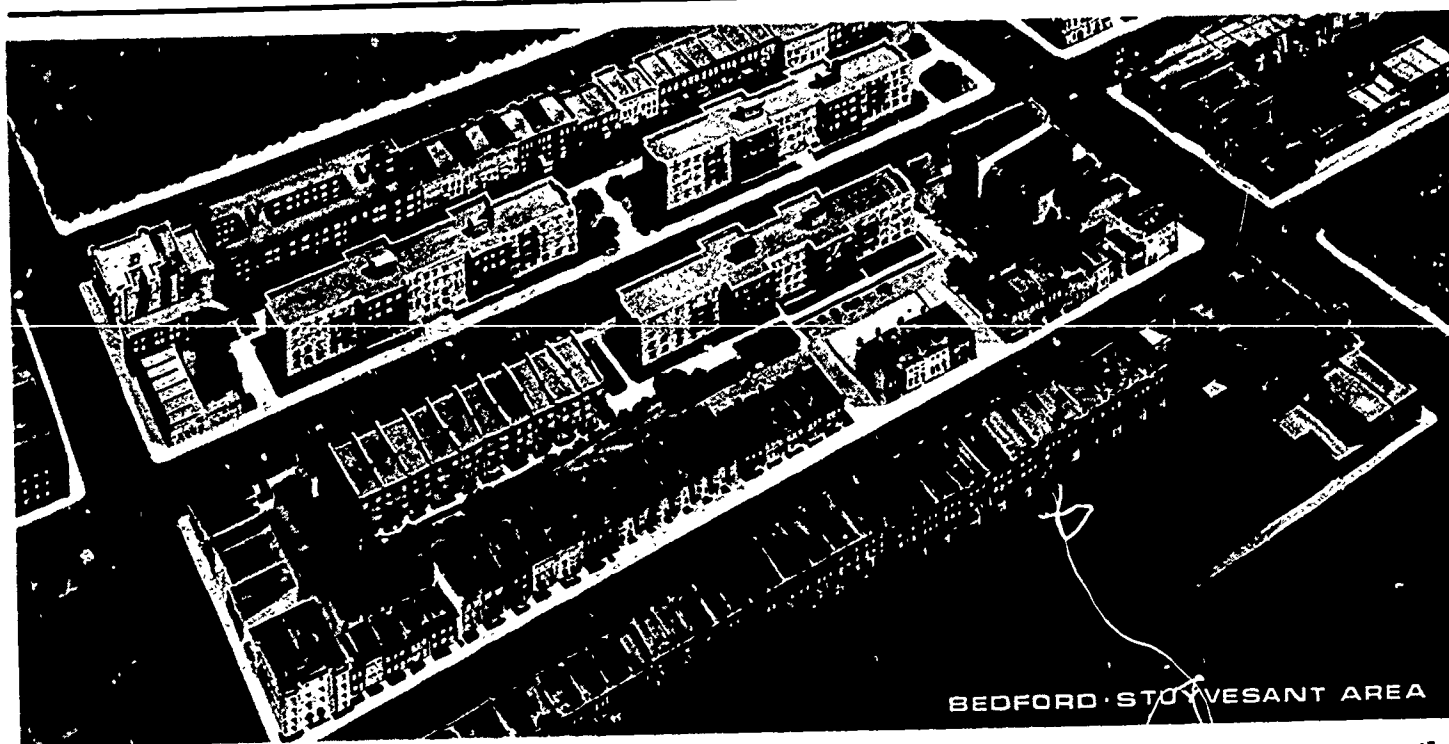
In every center, neighborhood residents will play an important role in both the planning and operation of programs.



## SIGNIFICANCE

*A variety of community services — including health, education and employment — in a single neighborhood center.*

# MODEL CITIES



Instead of substandard housing, a decent home. . . .

Instead of overcrowded schools, a chance to get more out of education. . . .

Instead of inadequate or non-existent medical care, a Neighborhood Health Center with comprehensive services. . . .

Instead of unemployment, a new opportunity for work and training through a Neighborhood Manpower Service Center. . . .

Instead of stick-ball in the street, a swimming pool, a park and a basketball court. . . .

Instead of a slum, a Model City.

This is New York's vision of transforming poverty areas into fine neighborhoods — the Model Cities program. It combines existing Federal, State and City resources involving housing, manpower and education programs and social service efforts. It aims, through a total attack on poverty, to improve not only the physical but also the social conditions of poor neighborhoods.

Participation of local residents is essential to the Model Cities program. Neighborhood people are already deeply involved in planning projects for the first three areas designated to receive funds from the Federal Model Cities program: the South Bronx-Morrisania-Hunts Point section of the Bronx; Central and East Harlem in Manhattan; and the Bedford Stuyvesant-East New York-Brownsville section of Brooklyn.

Different phases of the Model Cities plan are being developed through the combined efforts of HRA and other City and community agen-

cies. When completed in about six years, the Model City areas will include:

- Community Corporations, composed of a high percentage of local residents, that plan and run neighborhood anti-poverty programs.
- Neighborhood Health Centers that give free medical care.
- More recreation and leisure-time activities for all age groups.
- One-stop Neighborhood Manpower Service Centers that offer job placement, training, testing, counseling and other employment aids.
- Satellite centers offering all major services of the Department of Social Services.
- Housing projects that assure quality housing at low cost. About 8,000 low and middle-income apartments will be provided in new patterns that do not isolate residents from the physical and social life of the community.
- Day care centers for children.

Federal funds will finance both the planning and implementation of these programs in the next few years. New York's planning grant of \$350,000 will be followed by about \$30 million for putting the plans into effect.



## SIGNIFICANCE

*A bold program to remake the city's poverty areas into Model Cities, stressing opportunities for better housing, health, jobs, recreation and education.*

**THE CITY OF NEW YORK**

*John V. Lindsay, Mayor*

**HUMAN RESOURCES ADMINISTRATION**

*Mitchell I. Ginsberg, Administrator*

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